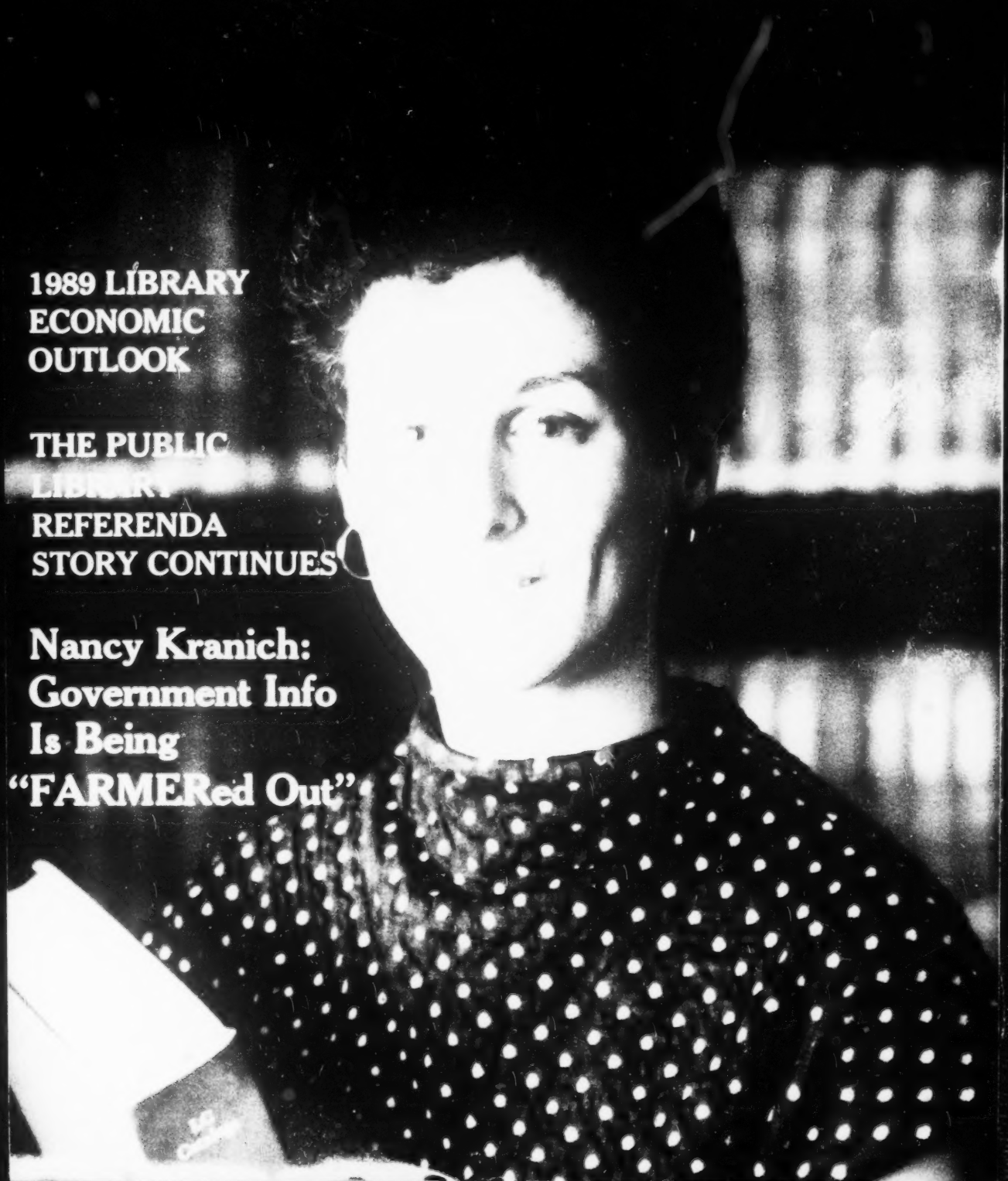
LIBRARY JOURNAL

JUNE 15, 1989

A CAHNERS/R.R. BOWKER PUBLICATION



1989 LIBRARY ECONOMIC OUTLOOK

THE PUBLIC LIBRARY REFERENDA STORY CONTINUES

Nancy Kranich: Government Info Is Being "FARMERed Out"

Educate, Enrich & Entertain

Your Library Patrons

the natural choice

Audubon programs feature breathtaking wildlife photography, remarkable upclose footage of animals in their natural surroundings and eye-opening facts about the conservation cause.

Sea Turtles: Ancient Nomads

narrated by Jane Alexander

An intimate look at the behavior of wildlife sea turtles and their perilous fight for survival.

AUDUBON

Whales!

narrated by Johnny Carson

Audubon investigates the attitude change the international whale preservation movement started.

AUDUBON

Grizzly & Man: Uneasy Truce

narrated by Robert Redford

An award-winning Audubon special about the uneasy coexistance of man and bear.

AUDUBON

$22.60 each Library Cost
$29.95 each sugg. retail

VESTRON VIDEO™

available on video cassette from

VIDEO TREND

VideoTrend is a full-service supplier of pre-recorded video, with years of experience servicing libraries.

Call or write for your free information packet—we'll include our reference list of librarians at your request

Locations throughout the U.S.

1-800-877-5414

Operator 10

12900 Richfield Ct.
Livonia, Michigan 48150

VOL. 114 No. 11

LIBRARY

Private firms have begun to offer information previously distributed free by the government. NYU's Nancy Kranich discusses the impact of charging high fees for access to these data in "Information Drought: Next Crisis for the American Farmer?" (page 22). Photograph by Bill Kelly

ISSN 0363-0277

☐ FEATURES ☐

Information Drought: Next Crisis for the American Farmer?
by Nancy C. Kranich 22
Government info no longer for the people

1989 Economic Outlook for Libraries
by Deborah Selsky 28
What libraries have in store moneywise

Referenda for Public Library Buildings 1988
by Richard B. Hall 31
Comparing data gives a different picture

☐ NEWS ☐

Late Bulletins 9
Crismond gets the ALA nod

News 10
Billington on librarians as keepers of the dream; Cooney to depart CLA

Library Market Outlook 16
Consumer Lifestyles Dictate Book-Buying Patterns by Kim Kennedy

Automation Roundup 18
Facts on File lists public domain software

Ready Reference 21
Methods that work for librarians

COLUMNS & ☐ DEPARTMENTS ☐

Editorial 4
Dear Linda:

How Do You Manage? 37
The FBI Wants You—To Spy by A.J. Anderson; The Analyses: Martha M. Makosky & Ellen L. Miller

White Papers 40
The Danger of Political Polarization for Librarianship by Herbert S. White

Letters 6
Calendar 8
People 20
Classified 98
Index to Advertisers 104

June 15, 1989

JOURNAL

REVIEWS

The Book Review 44

Prepub Alert 44
A new, and slightly different, Stephen King

Prepub Best Sellers 48
The late Gilda Radner's autobiography

Reference 50
Edison Papers *lay myths to rest*

Arts & Humanities 56
Behind the scenes of "A Chorus Line"

Social Sciences 65
Meet Bird, Kansas

Science & Technology 72
Trefil explains universality

Fiction 76
A first novel set in The Age of Miracles

Professional Reading 85
Swan and Peattie debate hard questions

Magazines 86
A one-of-a-kind humor reference

Video Reviews 89
Two videos on radon

Video Movies 92
Catch Hackman & Garr in Blue Water

Audio Reviews 94
Cream-of-the-crop advice on Sound Selling

Editorial Offices: Library Journal, 249 W. 17th St., New York, NY 10011; 212-463-6819; FAX 212-242-6987.

Sales Offices: Library Journal, 249 W. 17th St., New York, NY 10011. Katherine Berlowe, 212-463-6798; Diane Carey, 212-463-6808; Nancy Iori, 212-463-6795; Lorena Parrish, 212-463-6799.

Midwest: Cahners Publishing, 1350 E. Touhy Ave., Des Plaines, IL 60018-3358. Ron Shank, 312-390-2927.

West: James K. Levitt & Associates, 11921 Vose St., N. Hollywood, CA 91605. James K. Levitt, 818-764-5101.

South: Library Journal, 2975 Christophers Ct. NE, Marietta, GA 30062. Robin Mays, 404-977-9372.

Library Journal reserves the right to make its own independent judgment as to the acceptability of advertising copy and illustrations in advertisements. Advertiser and advertising agency assume liability for all contents (including text, representation, and illustrations) of advertisements printed, and also assume responsibility for any claims arising therefrom against the publisher. Offers to sell products, which appear in *Library Journal*, are subject to all laws and regulations and are void where so prohibited.

Vice President & Group Publisher
Neil Perlman

Publisher
Fred Ciporen

Editor-in-Chief
John N. Berry III

Managing Editor
Bette-Lee Fox

Editor, Book Review
Nora Rawlinson

Senior Editor
GraceAnne A. DeCandido

Managing Editor, Book Review
Francine Fialkoff

Associate Editors
Barbara Hoffert
Judy Quinn

Assistant News Editor
Michael Rogers

Staff Editor
Ann Burns

Production Editor
Reginald E. Pruitt

Editorial Assistants
Mark Annichiarico
Bibi Thompson

Contributing Editors
Susan S. DiMattia
Shirley E. Havens
Norman Horrocks

Librarian
Jean Peters

Art Director
Gilbert Fletcher

Assistant Art Director
Sheri Marcus

Editorial Production Manager
Nancy Brown

Production Editors
Cheryl Brown
Fernando Camacho
Susan Caputo
Victoria Cervantes
Deborah Vanna
Ann Yazejian

Advertising Traffic Coordinator
Kym Moore

Advertising Production Manager
Deborah Halverson

Advertising Production Assistant
Daniela Guglielmo

Advertising Promotion Director
Jim Anderson

Art Department Director
Barrie Stern

Classified Advertising Manager
Frieda Johnson

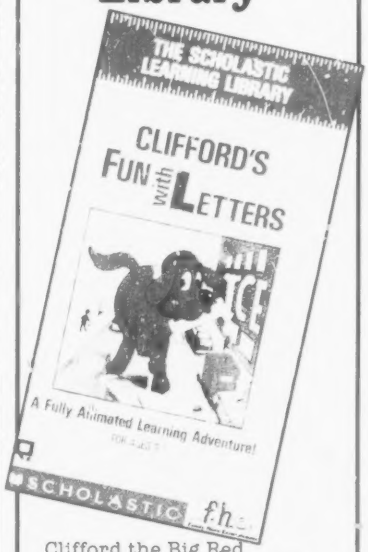
Publishing Marketplace Manager
Debbie Alper

Circulation Director
Joan Roman

Circulation Manager
Ingrid Alexander

Educate, Enrich & Entertain
Your Library Patrons

Scholastic Learning Library



Clifford the Big Red Dog leads children through an animated six volume learning series:
Fun with Letters
Fun with Numbers
Fun with Shapes
Fun with Rhymes
Fun with Opposites
Fun with Sound

$11.25 each Library Cost
$14.95 each sugg. retail

SCHOLASTIC f.h.e Family Home Entertainment

available on video cassette from
VIDEO TREND

VideoTrend is a full-service supplier of pre-recorded video, with years of experience servicing libraries.

Call or write for your free information packet – we'll include our reference list of librarians at your request

Locations throughout the U.S.

1-800-877-5414
Operator 10
12900 Richfield Ct
Livonia, Michigan 48150

LIBRARY MARKET OUTLOOK

BY KIM KENNEDY

Consumer Lifestyles Dictate Book-Buying Patterns

According to the Labor Department's Consumer Expenditure Survey, the typical household purchased $173.30 in books and reading materials for both pleasure and education during 1986. Of this total, $95.95 was spent on newspapers and magazines, $37.92 on books (other than for educational purposes) and book clubs, $11.56 on elementary and high school books and encyclopedias, $25.76 on college textbooks, and $2.11 on books for other types of education.

Since book buying is an important indicator of reading habits, information about the types of books and reading materials purchased by different types of households is a valuable tool for librarians.

Overall, husband-and-wife families whose oldest child was at least 18 years old spent the largest amount on reading materials—an average of $273.80 in 1986. Second were husband-and-wife families whose oldest child was between the ages of six and 17. These families spent an average of $213.02 on reading and educational books in 1986. The smallest amount of spending was done by families led by single parents ($100.78) and single persons living alone or with other unrelated individuals ($144.11).

Total book spending was largely dictated by income and aggregate purchasing power. Those who spent the most (families whose oldest child was 18 or over) had the highest before-tax income of the group at $39,868. Second in income were families whose children were between the ages of six and 17 ($35,530). At the other end of the spectrum, single-parent families had the lowest annual income at $13,807, followed by single persons whose incomes averaged $16,182.

Spending patterns (what households choose to read) were considerably different across the types of households, however. This was more a function of lifestyle and life stage than of income. Families whose oldest child was between the ages of six and 17, for example, spent by far the largest amount on elementary and high school texts and encyclopedias ($41.04). While single-parent families were constrained by income, the share of reading dollars they spent on their children's education came close to that of two-parent families even though their level of spending was far less.

Similarly, families with at least one child over the age of 18 spent the largest amount on college texts ($70.40). But because these households spent more on educating their children, they spent proportionately less on other types of reading material. For example, households typically spent 22% of their reading dollars on books and book clubs; but families with children over the age of 18 typically spent only 16.6% on pleasure reading.

Other notable patterns of spending by family type: childless couples spent a larger share on newspapers and magazines (66.3% of their total reading purchases); families whose oldest child was under six spent proportionately more on pleasure books and book clubs (25.2% of spending); and single persons living alone or in groups also tended to spend a larger than average share on college texts (22.4%).

Life stages are distinct—and so are the reading materials associated with those stages. Because some types of households will grow faster than others in the years to come, it is possible to predict which types of reading materials will experience stronger growth (all else remaining constant). The recent baby boomlet will increase the number of school-age children in the 1990s. This will increase the demand for el-hi textbooks. At the same time, the number of childless couples will continue to grow at a fast clip, a good sign for newspapers and consumer magazines.

But the growth in single-parent families (largely headed by women) should be of greatest concern to the book industry in the years ahead: these families are among the fastest-growing households in the United States.

Household Spending for Reading Materials, 1986

	Total Reading	Pleasure	Education
All Consumer Households	$173.30	$139.82	$33.48
Husband/wife families	202.11	168.55	33.56
Childless couples	184.91	169.38	15.53
Oldest child <6	150.39	135.25	15.14
Oldest 6-17	213.02	176.42	36.60
Oldest 18+	273.80	190.83	82.97
Other	185.25	143.35	41.90
Single-parent families	100.78	79.25	21.53
Single persons	144.11	108.83	35.28

Source: Consumer Expenditure Survey, 1986

CORRECTION: In Library Market Outlook (May 15, p. 22) Chart B, the larger part of both pies refers to enrollment of students *under* 25 years of age.

"The anticipated easing of interest rates during the second half of this year will help to promote a rebound in the economy during 1990"

1989

By Deborah Selsky

THE POSITIVE ASPECTS of the economy that have kept our current expansion going for almost seven years haven't abandoned us. A lower valued dollar has continued to promote increased export activity, which has in turn bolstered the manufacturing base of the economy. Increased production has meant increased employment, bringing the unemployment rate to its lowest level since the mid 1970s.

Unfortunately, the pluses to the economy are increasingly becoming overshadowed by some problem areas, setting the economy on course for a slowdown, but not a recession, by late 1989. The reemergence of inflation has clearly caught the attention of the Federal Reserve Board (FRB), which has begun to put pressure on interest rates. Higher interest rates have encouraged consumers to rethink their purchase plans, and businesses their investment decisions. Finally, the twin deficits—federal budget and trade—continue to plague the economy.

Watchword for 1989—inflation

After years of low levels of inflation, we're starting to see prices for consumer products increase at the four to six percent rate when annualized. With production levels near capacity, this is the stage of the business cycle when price increases tend to be the most pronounced.

The FRB is determined not to see a repeat of 1980–82 when inflation hit double-digit levels. The answer has been to increase interest rates in order to slow economic growth and take some of the pressure off prices. As such, the Fed has tightened credit conditions, causing banks to increase their prime lending rate. Since early 1988, the prime rate has increased three percentage points.

So far, this strategy seems quite successful. There are many indications that growth in the economy is slowing. Growth in consumer spending is well below its peak level during the 1985–86 period. Business investment in new plants and equipment also has responded to higher interest rates and is tapering off.

As the economy moves to a slower growth level, the rate of inflation will fall off and interest rates will be able to decline. The anticipated easing of interest rates during the second half of this year will help to promote a rebound in the economy during 1990.

States tighten purse strings

What does this mean for the library market? Slower economic growth coupled with federal and state budget restraints puts a great deal of uncertainty into the outlook for library budgets. Also, library budgets will be squeezed even further by the rapidly rising costs of materials. On a more positive note, however, state expenditures on libraries have been rising relative to all other spending areas and this trend is expected to continue.

The majority of funding for public libraries comes from state and local governments. Additionally, state and local governments provide nearly one-third of the funds for institutions of higher education, including academic libraries. In 1987, state expenditures on all libraries totaled $585 million—6.7 percent higher than the year before. On a per capita basis, library spending rose 5.7 percent, although library expenditures per $1000 of total state spending rose only slightly.

State spending is heavily dependent upon the economic health of the area, and, thus, the receipts from tax collections. Since the end of the 1982 recession, the U.S. economy has experienced six long years of expansion in which all regions have participated, as reflected in the state expenditure data. Total library spending by states increased an average of 15 percent per year from 1984 to 1987, higher than total spending which grew an average of ten pecent per year.

The regional outlook

Differences in the industrial mix of the regional economies have produced better performances in some regions, particularly the Northeast and the East North Central. State library spending per $1000 of total spending increased 46 percent and 22 percent, respectively, in these regions from 1984 to 1987.

Deborah Selsky is an economist with Cahners Economics, Newton, Massachusetts

Economic Outlook for Libraries

In the Northeast, the combination of high income growth and a stable population has resulted in a fairly affluent population and strong spending patterns. Per capita library spending was highest in the Northeast at $3.71 in 1987.

The Midwest is really a combination of two regions: the rust belt, which has slowly begun to recover, and the farm belt, which lags behind because of depressed agricultural markets. While library spending increased nearly 30 percent in the East North Central (rust belt) region in 1987, spending in the West North Central (farm belt) actually dropped 2.2 percent.

A small economic boom in its high-tech and other manufacturing industries boosted employment and personal income growth in the West more than in any other region of the United States during the past year. In per capita library spending, the West ranks second only to the Northeast.

The South is a complex area with more than a single economy. In the Southeast, the economy is quite robust, as evidenced by strong employment and income growth. In the Southwest, however, a largely oil-based economy continues to suffer under low energy prices and inactive oil wells. In all areas of the South, library spending has grown fairly consistently over the past several years, but has become less of a priority. Both as a share of total spending and on a per capita basis, library spending has fallen since 1984.

The long-term regional outlook benefits the South and West, since population is expected to grow significantly in these regions. Indeed, the West's population is expected to grow twice as fast as the national average, making it the fastest-growing region in the country.

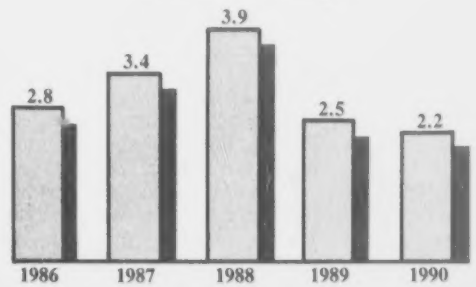
Over the past few years, prosperous economic growth in all regions helped to boost library budgets. As such, libraries have been on a spending spree; materials expenditures grew an average nine percent per year from 1984 to 1988. Prices for library materials have been rising nearly as quickly, however, and have reduced the actual purchasing power of libraries. This trend is expected to continue as materials price inflation increases through the rest of this year.

Wages and salaries make up the biggest part of an average library's total expenses. Over the past several years, wages and salaries have been increasing at an average annual rate of

CHARTS BY CATHERINE FRANCIS

Chart A

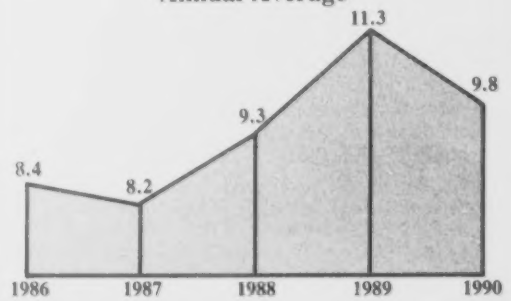
Real Gross National Product
Annual % Change



Source: U.S. Department of Commerce

Chart B

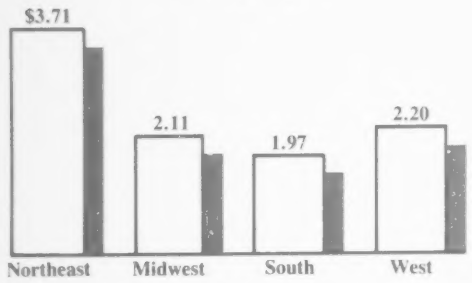
Prime Rate
Annual Average



Source: Federal Reserve Board

Chart C

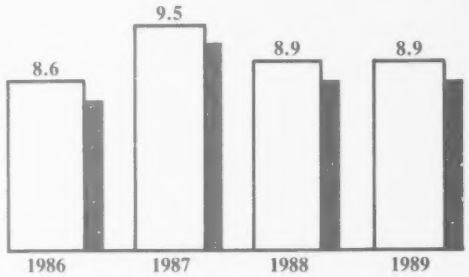
Per Capita State Library Spending 1987—by region



Source: U.S. Department of Commerce

Chart D

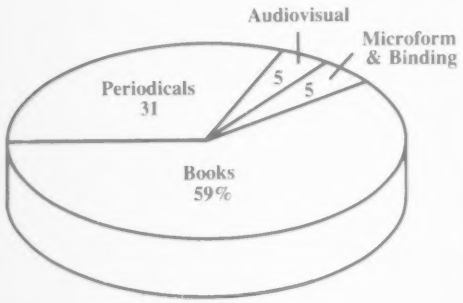
Materials Expenditures—All Libraries Annual % Change



Source: Book Industry Study Group

Chart E

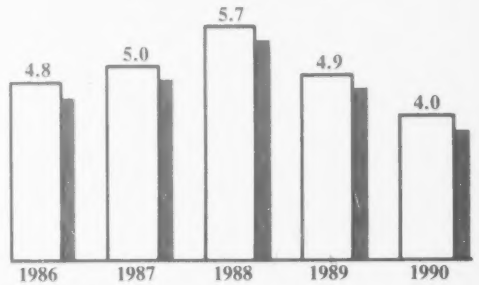
Libraries Acquisition Mix—1988



Source: Book Industry Study Group

Chart F

Producer Price Index—All Books Annual % Change



Source: Bureau of Labor Statistics

six percent, much faster than overall price inflation. Salaries of library directors range from $30,900 to $61,000 depending on the size of the institution and years of experience, according to the 1988 *LJ* salary survey ("Placements and Salaries 1987: The Upswing Continues," *LJ*, October 15, 1988, p. 29-36). Still, the average librarian's salary tends to be higher than the 1987 median income for all full-time, year-round workers of $22,380.

Materials acquisitions by public libraries grew 9.3 percent in 1988, as compared to the year before. Public libraries spent 80 percent of their $684 million materials budget on books, 11 percent on periodicals, and five percent on audiovisual supplies and equipment. Last year, public libraries spent $545 million on books—ten percent more than in 1987. Due to price increases, however, they received only 2.6 percent more books. Similarly, public library spending on periodicals increased 6.8 percent last year, but the actual number of periodicals bought grew only 1.6 percent.

Academic libraries spent $999 million on materials last year, up ten percent from 1987. More than half of these expenditures went toward periodicals and nearly 40 percent went toward books. Again, a major portion of the materials budgets was eaten up by the increasing costs of books and periodicals.

On a more positive note, college and university libraries should enjoy the added bonus of increasing enrollment levels over the next few years. The number of students enrolled in institutions of higher education increased 2.4 percent in the fall of 1988 to an all-time high of 12.8 million. This trend is expected to continue as more women and older students go back to school.

Materials prices continue to rise

The rapidly increasing cost of paper caused book and periodical prices to increase faster than producers' prices for all manufactured goods. Paper prices, the major component of producers' prices of printed and published materials, soared 10.5 percent to record levels in 1988, due mostly to capacity restraints that caused supply problems. Fortunately, paper processors have added new plant capacity that should ease the supply problems and weaken the upward pressure on prices. Yet, purchasers of books and periodicals can expect prices to remain high through the rest of 1989.

The price of an average book in 1988 was 5.7 percent higher than in 1987, representing the highest increase in prices since 1982. The categories of books whose prices increased the most were mass market paperbacks and textbooks. As paper prices calm down in 1989, the costs of producing books should follow suit. Expect average book prices to increase 4.9 percent, with textbooks once again showing the strongest gains.

The average price of a periodical grew 9.1 percent last year. This increase comes on top of a 9.9 percent increase in 1986–87. The categories of periodicals that saw the greatest increases in price last year (12 percent and over) were chemistry and physics, home economics, labor and industrial relations, and zoology.

Library acquisition expenditures are expected to grow 8.9 percent in 1989, on par with the past few years. The difference is that, with escalating prices of materials, libraries will be getting less for their money.

Referenda, Pt. 2: The reality after the euphoria

Referenda for Public Library Buildings 1988

By Richard B. Hall

AFTER THE euphoria over the 1987 referenda data, 1988's data brings back a touch of reality. Not all referenda for public library buildings pass. Last year 93 percent of all the reported referenda passed. This year the figure plunged to 64 percent. Still, an almost two to one chance of success is a very respectable ratio.

Several things may have happened this year. First, the obvious may be true, that more library referenda went down in defeat this year. Or, it may mean that seeing last year's article[1] encouraged more library administrators to report their referendum results, even when they were not successful. Last year only four library systems were brave enough to bare their political souls and admit defeat at the polls. This year, 16 library systems reported referenda that failed. Unfortunately, there is no way to tell with certainty which of the above is the case, since the data submission process is voluntary.

Richard B. Hall is Library Building Consultant, State Library of Georgia

In addition to the success rate dropping, the funding levels also dropped this year. Last year $242 million of referenda funding was attempted, and $224 million was approved by the voters. This year, the figures were down to $138 million attempted and approximately $104 million approved by the voters. Fortunately, 75 percent of the funding sought this year was approved.

It is likely that this downward trend in local referenda funding is only temporary. Given the high number and size of library capital outlay referenda held in the fall of 1988, the trend appears actually to be rising rather than falling but this data will not be reported until next year. For data to be included in this year's report, the referenda must have been held between July 1, 1987 and June 30, 1988. A total of 45 referenda were held during that time, with 29 passing and 16 failing. Table 1 shows all of the referenda reported, listed by state and municipality.

When the summary totals are viewed at the bottom of Table 1, several things become apparent. First, when the percentages of votes for and against all of the referenda are averaged, the national success rate was over 60 percent. While this is a drop from last year's almost 70 percent rate, the two years combined show a success rate of almost two to one.

In comparing the success rates of referenda held during special elections and those held during general elections, it can be seen that special elections appear to have a slight edge. In 1988, 60 percent of the referenda were held during general elections, with 56 percent success rate. However, in the previous year, 70 percent of the referenda were held during general elections, with a 94 percent success rate. This is a major shift in the data and bears further examination. It is obvious that the overall success rate is lower for 1988 simply because more referenda failed. However, the success rate for general elections fell off much more significantly than the success rate for referenda held during special elections.

This tends to support the idea that it is better to hold a referendum during a special election than a general election. This perspective represents only a partial view of what is actually happening with library referenda and is by itself misleading. Of the 16 referenda that failed during 1988, 75 percent were held during

Table 1
Referenda for Public Library Buildings 1988

Community	Library	Vote For	Vote Against	Amount of Referendum	General Special	Other Ballot Items
ARIZONA						
Phoenix	Phoenix PL	58 %	42 %	$55,000,000	S	Y
ARKANSAS						
Little Rock	Central Arkansas Lib. Sys.	60	40	2,000,000	S	Y
CONNECTICUT						
*Ashford	Babcock Lib.	43	57	1,420,000	S	N
Niantic	East Lyme PL	98	2	1,500,000	S	N
GEORGIA						
Athens	Athens Regional Lib.	70	30	3,750,000	G	Y
IDAHO **						
*Pocatello	Pocatello PL	46	54	1,500,000	S	N
ILLINOIS						
Hinsdale	Hinsdale PL	64	36	3,200,000	G	Y
Homewood	Homewood PL	54	46	2,900,000	G	N
La Grange Park	La Grange Park PL	65	35	2,200,000	G	N
Riverdale	Riverdale PL Dist.	71	29	900,000	G	Y
KANSAS						
Towanda	Towanda PL	89	11	60,000	S	N
LOUISIANA						
*Shreveport	Shreve Memorial Lib.	49.8	50.2	6,000,000	G	Y
MASSACHUSETTS						
Amherst	Jones Lib.	100	0	1,000,000	G	Y
*Anonymous	Anonymous	39	61	2,000,000	G	Y
Bellingham	Bellingham PL	56	44	2,000,000	S	Y
Holden	Gale Free Lib.	96	4	1,218,852	G	Y
Littleton	Reuben Hoar Lib.	92	8	487,000	G	N
Pembroke	Pembroke PL	82	18	2,600,000	S	N
Spencer	Richard Sugden Lib.	100	0	425,000	G	Y
*Wareham	Wareham Free Lib.	40	60	2,500,000	G	N
MICHIGAN						
*Grosse Pointe	Grosse Pointe PL	41	59	8,625,000	G	Y
MINNESOTA						
Detroit Lakes	Detroit Lakes PL	56	44	1,700,000	S	N
NEW HAMPSHIRE **						
Hampstead	Hampstead PL	57	43	950,000	G	Y
Jaffrey	Jaffrey PL	58	42	1,000,000	G	Y
Raymond	Dudley-Tucker Lib.	55	45	600,000	G	N
NEW YORK						
*Babylon	Babylon PL	29	71	2,500,000	G	Y
Bellmore	Bellmore Memorial Lib.	58	42	1,500,000	S	N
Cutchogue	Cutchogue Free Lib.	70	30	48,500	G	Y
Grand Island	Grand Island Memorial Lib.	64	36	1,686,250	S	N
Nanuet	Nanuet PL	68	32	2,500,000	S	N
OHIO						
Bracksville	Cuyahoga County PL	58	42	2,500,000	G	N
*Findlay	Findlay-Hancock Cty. PL	46	54	3,000,000	G	Y
*Independence	Cuyahoga County PL	48	52	2,500,000	G	N
London	London PL	58	42	650,000	G	Y
Mount Vernon	PL of Mt. Vernon	55	45	2,600,000	G	Y
*North Ridgeville	Lorain PL	42	58	1,300,000	G	Y
Orwell	Grand Valley PL	65	35	225,000	G	Y
OREGON						
*Roseburg	Douglas County Lib. Sys.	46	54	2,285,000	S	N
Sisters	Deschutes County Lib.	73	27	25,000	S	N
*Stayton	Stayton PL	46	54	275,000	S	Y
RHODE ISLAND						
South Kingstown	South Kingstown PL	75	25	100,000	S	Y
TEXAS						
*Anonymous	Anonymous	41	59	600,000	G	Y
Houston	Harris Cty. PL	60	40	3,500,000	G	Y
VERMONT						
Middlebury	Ilsley PL	58	42	680,000	S	N
WASHINGTON						
Spokane	Spokane County Lib. Dist.	64	36	4,465,000	S	Y
TOTALS		**61 %**	**39 %**	**$138,475,602**	**S40%/ G60%**	**Y58%/ N42%**

* Referenda that failed

** Need two-thirds to pass

general elections. What is significant is that almost 90 percent of these 16 referenda were also held in the spring (March–May), the time many states hold general elections. Table 2 shows the pass/fail ratios for the four seasons.

Seasonal shifts

Of all of the referenda held in the spring of 1988, 56 percent failed. This compares to a failure rate of only 12 percent during the spring of 1987. When the data for the two years are combined, the average approval rate for the spring is 62 percent. This contrasts sharply with referenda held during the fall. The approval rate during the fall for 1987 and 1988 data is 96 percent and 93 percent respectively, with a combined approval rate average of 95 percent. It appears from this preliminary data that the fall is a better time to hold library capital outlay referenda than the spring.

As a result, it seems that the issue is not between general elections or special elections, but rather the season when the referendum is to be held. Of a total of 41 capital outlay library referenda held during the fall of the last two years, only two failed. They were both held during the November general elections, and they represent only a five percent failure rate.

A comparison of the 42 referenda held in the spring for the last two years bears some interesting facts as well. Of these referenda, 32 were general elections and ten were special elections. A total of 26 of these referenda passed, while 16 failed. Although there was relatively little difference in the success rate between those held during the general or special elections, the success rate for special elections was slightly better. Approximately 70 percent of the special elections passed compared to 60 percent of the general elections.

Given a failure rate in excess of 50 percent, it can be definitely stated that the spring elections in 1988 were extremely risky for library issues. Whether this trend will continue remains an open question that cannot be answered until more data are collected. The other two seasons, summer and winter, appear to have good approval rates, 78 percent and 100 percent respectively, but there have been relatively little data collected during these time periods so far, making conclusions risky.

Monthly trends

The most popular months for holding library referenda were November and May. These months coincide with the dates for general elections in many states. The success rates were high for these months: in November, 94 percent passed and in May, 70 percent passed. A combined average for these two months gives an 85 percent passage rate. This data certainly do not confirm the popular belief that general elections—especially those held in the fall—should be avoided by library boards.

Another question that has often been discussed by library boards is the effect of competing items on the ballot with the library issue. Last year, 67 percent of the referenda had competition from other items on the ballot. This year the percentage dropped to 58 percent. Last year 92 percent of the referenda with competition passed, but this year only 62 percent passed. This seems significant until one realizes that the passage rate for those referenda without competition was almost the same. This data show that the referenda without competition did slightly better than those with competition, but the difference is less than many would have predicted.

Table 2
Referenda Pass/Fail Ratio by Season

Season	1987			1988			Combined		
	Pass	Fail	Total	Pass	Fail	Total	Pass	Fail	Total
Spring	15	2	17	11	14	25	26	16	42
Summer	5	1	6	2	1	3	7	2	9
Fall	25	1	26	14	1	15	39	2	41
Winter	5	0	5	2	0	2	7	0	7

Authorizing agencies

Municipalities lead with almost 40 percent of the referenda. Second place is a tossup between counties, New England towns, and school districts. There is little significant change since last year, with the exception of counties dropping somewhat and New England towns gaining slightly.

For the second year in a row, bond issues were the most popular method of financing the capital improvement approved by referenda. The combined average of the two years shows that 85 percent of referenda resulted in the issuance of bonds. Ninety-eight percent of the bonds were general obligation (GO) bonds, whereby the full taxing authority of the funding agency stands behind the debt instrument.

Campaign methods

Once again, library directors were asked to quantify the relative importance to the campaign of specific campaign methods. A scale of one to ten was used, with ten indicating the most important and one the least. Surprisingly, there was little significant difference between the 1987 and the 1988 data. Only the technique of using endorsements changed much between the two years. It seems that the 1988 campaigns used this approach somewhat less than the 1987 campaigns did.

Because there was little difference in the data, only the combined data for the two years are shown in Table 3. This table shows the campaign methods ranked in priority order of importance. These data are averaged from all of the responses for the last two years (99 referenda).

It will be interesting to observe these rankings in upcoming years to see if there is any significant shift in the priority rankings. The fact that there was little change between 1987 and 1988, even though the latter year had a lower success rate, indicates that these figures may remain fairly stable.

It is interesting to note that, on average for the 99 referenda, there was little difference between the campaign methods used, regardless of the success or failure of the campaigns. This is surprising, but care must be taken not to draw the conclusion that the campaign methods used in specific campaigns are not important. It will be shown in the next section that campaign organization was ranked high as a reason for success or failure. If it is true that the same general campaign techniques were used regardless of success or failure, there must be some important qualitative considerations involved. For example, how well the specific techniques are used given a particular campaign strategy, the local community, and the campaign environment faced by the library board.

While it is true that many of the same campaign methods will be used in most campaigns, one must resist the temptation to believe that there is

Table 3
Referenda Pass/Fail Ratio by Month

Month	1987			1988			Combined		
	Pass	Fail	Total	Pass	Fail	Total	Pass	Fail	Total
January	1	0	1	0	0	0	1	0	1
February	0	0	0	1	0	1	1	0	1
March	5	0	5	1	5	6	6	5	11
April	2	1	3	2	3	5	4	4	8
May	8	1	9	8	6	14	16	7	23
June	4	1	5	2	0	2	6	1	7
July	1	0	1	0	0	0	1	0	1
August	0	0	0	0	1	1	0	1	1
September	2	0	2	2	0	2	4	0	4
October	2	0	2	2	0	2	4	0	4
November	21	1	22	10	1	11	31	2	33
December	4	0	4	1	0	1	5	0	5
Totals	**50**	**4**	**54**	**29**	**16**	**45**	**79**	**20**	**99**

Table 4
Library Referenda by Authorizing Agency

Agency	1987	1988	Combined
Municipality	40%	38%	39%
County	26	11	19
New England town	15	24	19
School district	17	16	17
Library district	0	9	4
Parish	2	2	2

one tried-and-true approach or generic success formula that will work well in every campaign. No one campaign strategy, or combination of campaign techniques, will work well in every case. Each community is different, and the library steering committee must develop its own approach to a referendum based on the local situation.

Reasons for success or failure

In addition to the campaign methods used, library directors were asked to assess the relative significance of various items to the success or failure of the referendum. Table 6 shows, in priority order, the average of all of the responses for the 1987 and 1988 data combined because there is only a slight difference in the order of the rankings for the two years.

The difference in the data becomes apparent when the data for the campaigns that passed are compared to the data for the campaigns that failed. The differences are dramatic. For example, the need for a new or improved building was the highest category for the successful referenda, but the lowest for those that failed. This leads to some interesting speculation. Are we to assume that the libraries in referenda that failed really did not need the new or improved building? This is unlikely in most cases, although it is always possible that this was the public perception. The answer probably lies in the nature of the assessment process. The need may have been great, but the other items on the list simply had more impact on the failure than the need did.

A similar argument could be made for the next highest category for those referenda that passed: quality of library service in the past. This factor loomed large in the minds of library directors as a reason that the referenda passed, but it did not seem significant to those whose referenda failed. Are we to assume that the quality of service in the past did not matter in those campaigns that failed? This is unlikely. The quality of service in the past may not have been a significant enough reason to vote for the referenda if there were more urgent and overriding considerations that ultimately had a greater impact on the ballot.

For example, increased taxation was the most highly ranked item for those referenda that failed. While it was somewhat important in the campaigns that passed, it was not ranked high. Obviously, the issue of increased taxation is a concern in any campaign that will spend more of the taxpayers' money. In the unsuccessful referenda, it was an all-important factor. There is nothing in this country that will bring people to the polls faster than an unwanted increase in taxes. This is particularly true in communities where the tax base is already stressed due to earlier tax increases. Even a small increase in a community that is already highly taxed may produce a very negative reaction.

It is no accident that this single factor was ranked high with the referenda that failed. Over the years, this factor has traditionally been the demise of many capital outlay referenda for libraries, as well as other public institutions. The library board must consider carefully the referenda's impact on the tax base and the current climate among the taxpaying public. It is unwise to place a referenda before the voters if they have recently had a tax increase or if a property tax reappraisal has just been completed. Obviously, timing with respect to this issue is critical.

You've got to have timing

The timing of the vote in general was the second highest ranked item for those referenda that failed. Interestingly, this item was also ranked reasonably high by those referenda that passed. The timing of the referenda is a very important factor in any campaign and must be carefully assessed by the library board. This decision may be one of the most critical factors in determining the outcome of the campaign. Unfortunately, the date of the referenda is not always under the control of the library board.

Frequently, the elected politicians representing the agency that will authorize the referenda are very interested in controlling when various referenda will be held. The library board does have some say as to whether to bring forth a referenda or not, but it may not always be able to select the date. If the board is fortunate enough to be able to select the best possible date to place the issue before the voters, many factors must be considered. How much time is necessary to plan a campaign? How long should the campaign run? Will the campaign be an emotional one? What is the competition? Should the referenda be held during a general or special election? What month should the referenda be held? What does the current and future economic climate look like?

It is usually better to run a well-planned and prepared campaign that is relatively short and intense. After the kickoff announcement, momen-

tum should be built up gradually until it peaks in the last few weeks just before the vote. Knowing that emotional issues motivate voters is essential. A dry and logical campaign that does not touch the voter's soul in some way will often fall flat, while one that plays on the heartstrings will frequently rally its constituency.

Competition on the ballot must be carefully considered when planning the campaign strategy. Being associated with other ballot issues that have a strongly negative sentiment should be avoided because of the potential for a spill-over effect. Finally, a decision must be made as to when the referendum will be held. This decision can only be made based on an assessment of local conditions specific to the individual community.

If the political and economic climate looks bad, it may be wise to wait even though the capital improvement need is great. The third highest item ranked by those whose referenda failed was the economic climate. This factor had a strong influence on referenda that failed presumably because the local economy was not good during the campaign. One campaign (Shreveport, Louisiana) noted that budget cuts announced by the governor one week before the referendum helped to defeat the issue, even though the cuts were later restored.

Facing the opposition

The economy, along with taxation, is often on the minds of those who organize to oppose referenda. Organized opposition was the fourth highest item ranked by those whose referenda failed. For those referenda that passed, it was ranked at the bottom of the scale. It is likely that few campaigns that resulted in success encountered much—if any—opposition. For those that failed, organized opposition was not only a threat but a very intimidating fact. Any library board that has suffered through a campaign with a community group questioning and opposing its every move knows how difficult this kind of problem can be and how important it is to consider these groups in planning the campaign strategy.

It is important not to get the opposition riled up or, worse, give them an issue that they can effectively use against the library campaign. Caution should be exercised to defend the campaign against tactics that are frequently used by opposition groups. One commonly used technique is to attack an issue very late in the campaign, providing inaccurate and damaging information that gets headlines and the attention of voters just before going to the polls. This last-minute progaganda can be very detrimental if the steering committee does not have the time or funds to respond appropriately.

Several other factors ranked high and contributed to successful campaigns. Public relations efforts ranked just above the activity of Friends groups and library board members. Both were considered essential to a successful campaign and were supported by high rankings under campaign organization efforts and endorsements by community leaders and groups. The involvement of recognized and respected individuals and groups in a community can be very helpful leverage during a campaign. As previously mentioned, the use of endorsements as a campaign method was lower in those unsuccessful referenda than in those that passed. While it was considered an important reason for success for those referenda that passed, it was the second lowest ranking for unsuccessful referenda. Perhaps this factor may have more impact on the outcome of a referendum than was previously thought.

Another important factor for successful referenda was the educational level of the citizens of the community. The higher the educational level of the voters, the greater the likelihood of a "yes" vote for a library issue. Adults with a college education and professional, technical, and managerial jobs are the most likely to vote in the highest numbers for library bond issues. Since campaigns must concentrate limited resources on those areas of the community with the highest potential number of "yes" voters who are likely to turn out and actually vote, it is wise to target precincts that have high educational levels.

Table 5
Ranked Importance of Campaign Methods
(combined 1987 & 1988 data)

Campaign Method	Avg. Ranking
Pamphlets, fact sheets, bookmarks, etc.	8.15
Newspaper ads, feature articles	7.43
Press releases	7.10
Endorsements by community leaders	6.47
Community group presentations	6.46
Letters to the editor, editorials	6.17
Library Friends group	6.08
Mass mailings (postcards, flyers, etc)	6.04
Volunteers' telephone contact	5.29
Public forums	4.72
Use of previous precinct voting records	3.28
AV (slide or videotape) presentations	2.78
Chamber of Commerce participation	2.60
Private business participation	2.59
Radio spots	2.50
Yard signs	2.28
Organized door to door contact	2.26
Television spots	1.40
Hire a public relations firm or consultant	1.24
Pre-vote poll of registered voters	.99

Table 6
Significance for Success/Failure of Campaign
(combined 1987 & 1988 data)

Item	Avg. Ranking
Need for new/improved buildings	8.17
Quality of library service in the past	7.44
Public relations efforts	7.28
Activity of Friends group/library board	6.87
Campaign organization efforts	6.70
Timing of vote	6.64
Educational level of community	6.20
Endorsements by community leaders	6.00
Economic climate	5.99
Building design, cost of location	5.85
Socioeconomic level of community	5.79
Increase in taxation	4.50
Involvement of the business community	3.09
Organized opposition	2.55
Competing item on ballot	2.54

The specifics of one case

There are many factors that contribute to the success or defeat of a library capital improvement referendum. In an effort to better understand how these factors work in a specific campaign, the following case history will summarize the critical aspects of the Shreveport, Louisiana 1988 Library Bond and Tax Millage Election. This summary was written by Mr. James R. Pelton, Director, Shreve Memorial Library.

The Shreve Memorial Library had two issues on the April 16, 1988 special election ballot. The first was a $6 million bond issue to support a comprehensive plan to expand, reno-

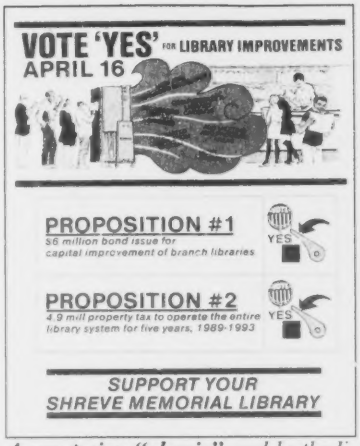
vate, and build new branch libraries. The second was for a 4.9 mill property tax to provide for operations of the entire library system for five years. The operating levy passed by 1050 votes, but the bond issue failed by 209 out of almost 58,000 votes cast.

The library board and administration have always taken the attitude that there must be a very active information campaign. As organized opposition developed on other unrelated issues, the library's efforts were intensified. Nevertheless, opposition to other issues still contributed more to the defeat of the library bond issue than any other factor. A segment of the community mounted a vigorous campaign against four of the nine issues on the ballot. Unfortunately, this opposition affected all of the issues on the ballot. Once a large number of voters decides to oppose most of the issues on the ballot, the tendency is to vote "no" on all of the issues.

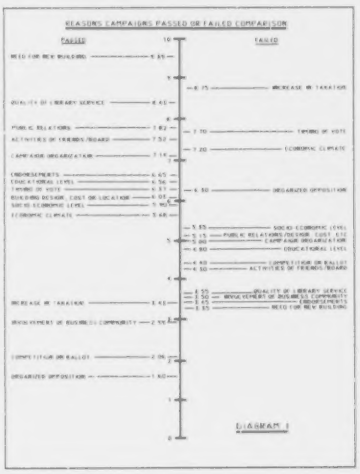
The next most significant factor was that the state and local economic news right before the election was terrible. The bond issue might have been successful if it had been held a week earlier. There was a strong erosion of support for the bond proposal just before the election. This was likely caused by the announcement of budget cuts by the governor just before election day. This economic news probably affected the middle class and blue collar workers the most. Given the fact that Louisiana was already in recession due to the oil industry, this added bad news proved disastrous to the bond issue.

Another important factor was the lack of support in several key areas. Twenty-five percent of the bond issue was to go for a new $1.5 million branch in West Shreveport, yet the voters of that district passed the bond issue by only 51 percent. The story was similar in several other districts that would have received new branches or expansions. Finally, if the bond issue had been a city issue alone, it would have passed. The rural precincts represented about 11 percent of the vote and overall there were almost 500 more votes against the issue than for it.

Why did the operating millage pass while the bond issue failed? Some people missed it on the ballot. Because of the headings and placement on the ballot some people probably thought that the operating issue was part of another issue and skipped over it. This may have meant that more "no" voters missed the operating issue than "yes" voters since many library supporters had been contacted to look for the issues. About 5000 fewer people voted on the library operating issue than on the library bond issue.


VOTE 'YES' FOR LIBRARY IMPROVEMENTS
APRIL 16
PROPOSITION #1
$6 million bond issue for capital improvement of branch libraries
YES
PROPOSITION #2
4.9 mill property tax to operate the entire library system for five years, 1989-1993
YES
SUPPORT YOUR SHREVE MEMORIAL LIBRARY

*A campaign "glossie" used by the library; **In Diagram 1,** the data for the campaigns that passed are compared to the data for those that failed*



Obviously, some voters may have decided to support the on-going operation of the library, but not any expansion at this time. This was probably due to the economy. The aggressive "hard sell" information campaign put on by the library board and interested volunteers may have saved the operating millage. The library had over 40,000 brochures distributed door-to-door by 975 volunteers. In addition, media coverage was much better than it had been in previous library campaigns. With so many factors working against the library issues, it was important to go all out.

Would it have been better only to present the library's operating millage at this time? Probably not, because it would have been more difficult to pass it alone. Somewhere between 200 and 300 of the library's campaign volunteers were working only because they were specifically interested in a new branch or an expanded one. Assuming these people followed through with their assignments, they would have contacted about 6400 to 9600 families. The two issues complemented each other.

Were there some common elements that may have accounted for the success of the other issues on the ballot that did pass? In the last two bond elections, "basic" issues have done best. This includes such things as streets, drainage, and fire trucks. "Quality of life" issues such as the zoo, art center, and parks have not done well at all.

It may be that voters think governing bodies should not be concerned about these types of matters when the economy is in such poor condition, or it may be that these issues may not have enough support even in better times. Perhaps some voters supported the library's operating millage because they considered it a necessity while they thought the library expansion could wait for better times.

Where do we go from here

As this case study illustrates, there are numerous factors that impact public referenda, and many of them are beyond the control of the supporters. Effective campaign methods and hard work on the part of campaign supporters must frequently be supplemented with good fortune.

There is no one "right" strategy that will work in every community. Each political situation is different, and this must be recognized from the beginning. There is no shame in losing a well-thought-out and well-run campaign. It is much better for a community to try and to lose than not to try at all or to make a half-hearted attempt which, by its very nature, is doomed to failure. The chances of success for library bond referenda are actually quite good, and the rewards of success are worth the effort.

References

1. Hall, Richard B., "Referenda for Public Library Buildings 1987," *LJ*, Jun. 15, 1988, p. 30-34.

OUT-OF-PRINT

FREE SEARCH FOR OP BOOKS. Reasonable prices. Write: Peninsula Booksearch. Box 1305B, Burlingame, CA 94010.

SPECIAL NOTICES

RAINBOW BOOKS is pleased to present the best of Silver Burdett Press. We have acquired all remaining inventory on the titles listed in our specially prepared catalog. Additionally, all titles are in the current 1989 "Books for Children & Young Adults" Silver Burdett catalog. Our attractive pricing structure offers a greater incentive for immediate purchase. Also available for the first time a complete prepack of 1 each of all the Silver Burdett titles listed in our catalog at a special discount. Call collect (201) 935-3369 or write for our newly published catalog: 725 Dell Rd, Carlstadt, NJ 07072. These titles will be shown at ALA Convention in Dallas at our exhibition tables #T61, T62, T79, T80, T81 & T82. These titles are also available thru all Baker & Taylor divisions.

Attention Library Professionals

Need Information?

BISAC offers

The Information Hotline for Librarians

(212) 929-1393

for information on;

- **ISBN**
- **Bar Code**
- **SAN**
- **Electronic Ordering**

ARE HEADHUNTING FIRMS THE ANSWER? Headhunting firms are increasingly dominating hiring library directors, but how do job candidates feel about them? Could library boards do a better job on their own? How do board members feel? For an article on this subject, I'd like to hear from people with experience, pro and con. Anonymity promised. Responses by 8/1/89 to: Turner, 1208 N. Branciforte Ave., Santa Cruz, CA 95062.

WANTED TO BUY

WANTED: Pre-1960 newspapers, magazines. Also documents, Harper's Weekly, maps, prints, postcards, sheet music, auto literature and other collections. Gerry Aboud, 836 E. Kathy, Stayton, OR 97383.

MAGAZINES—BACK NUMBER

NATIONAL GEOGRAPHICS (1888-1989). Reasonable. Price guide $10 ppd. D. Smith, 3930 Rankin, Lou., KY 40214.

BACK ISSUES PLAYBOY: Misc issues 1956-1963, all in good condition. More information on request. (N.Y. Area). H 58.

COMPLETE SETS, MINT CONDITION MAGAZINES FOR SALE: Model Airplane News 1961-1966; American Modeler 1961-1967; Flying Models 1961-1967; Radio Control Modeler 1967-1970. (N.Y. Area). Best offer. H 59.

BACK PERIODICALS available to all libraries. Reasonable rates. Owned and operated by librarians. Send list to: Malvern Press, P.O. Box 65, Malvern, PA 19355.

SERVICES

HALLETT MOVERS, the only movers you need to know. Come see us at ALA meeting in Chicago to discuss your moving needs or contact us at 1-800-645-MOVE (6683).

ARE YOU RECARPETING? First Call on Hallett Movers, we can move your collection intact without any disturbance. Call Scott at Hallett, 1-800-645-MOVE (6683).

ACTION MOVING: Library relocation consulting & moving specialists. Nationwide. References. 4109 Glencoe, Marina del Ray, CA 90292. (213) 827-0442, Ms. Hopkins.

RELOCATION SPECIALISTS, complete service or equipment rental, specialized book cart method, shifting, vacuuming, spec planning and shelving work. Diversified or shelf-to-shelf moves. Reasonable cost, years of experience. Call or write for free estimate anywhere in the U.S.A. American Library Consultants Corp., 674 Hunt Lane, Manhasset, NY 11020. (516) 423-1225.

INDEX TO ☐ ADVERTISERS ☐

ABC-Clio	55
Ahmadiyya Movement in Islam	62, 63
Bantam Books	42
Books on Tape	95
R. R. Bowker Co.	53, 88, 97
The Brodart Co.	cov2
Bush Galleries	59
CLSI	11
Ebsco Subscription Services	87
Ecoventures	90, 91
Gale Research Co.	19, 21
Golden-Lee	45, 46
Good Books	69
Ingram Library Services	17
Kapco	20
McGraw Hill Book Co.	5
multiLIS	1
OCE Business Systems	cov3
Omnigraphics	cov4
The Oryx Press	51
Paragon House	49
Putnam's	67
The Taunton Press	91
Video Trend	2, 3
Viking Penguin Books	79
Warner Books	77

This index is provided as a service. The Publisher does not assume any liability for errors or omissions.

LIBRARY JOURNAL is published by Bowker Magazine Group, Cahners Magazine Division, Terrence M. McDermott, President; Jerry D. Neth, Vice President/Publishing Operations; J. J. Walsh, Financial Vice President/Magazine Division; Thomas J. Dellamaria, Vice President/Production & Manufacturing. Bowker Magazine Group is also an affiliate of R. R. Bowker Co., Gordon Graham, Chairman of the Board; Ira Siegel, President. Copyright © 1989 by Reed Publishing, USA; Saul Goldweitz, Chairman; Ronald G. Segel, President/CEO; Robert L. Krakoff, Executive Vice President; William M. Platt, Sr. Vice President. Direct editorial and advertising correspondence to 249 West 17th Street, New York, NY 10011. Telephone: 212-463-6819. Subscription inquiries and changes of address should be directed to Library Journal, PO Box 1977, Marion, OH 43305-1977. Telephone: 1-800-669-1002 (in continental U.S. only). In Alaska, Hawaii, Canada and all other countries, telephone: 614-382-3322. Issued 20 times a year, twice a month, February through June and September through November, and once a month in January, July, August, and December. Second class postage paid at New York, N.Y., and additional mailing offices. Cahners Publishing Company, A Division of Reed Publishing USA ☐ Specialized Business Magazines for Building & Construction, Manufacturing, Foodservice & Lodging, Electronics & Computers, Interior Design, Printing, Publishing, Industrial Research & Technology, Health Care, and Entertainment. ☐ Specialized Consumer Magazines: *American Baby* and *Modern Bride*.

LIBRARY JOURNAL is indexed in *Educational Index, Library Literature, Library & Information Science Abstracts,* and *Magazine Index*. SUBSCRIPTIONS: USA: 1 year $69; 2 years, $117; 3 years, $165. Canada: 1 year $94, 2 years $160, 3 years $225. All other countries (air delivery): 1 year $125, 2 years $212, 3 years $300. (Remit in US funds only.) Single copy, $5.00. Spring & Fall Announcement Issues, $6.95. POSTMASTER: Please send address changes to *Library Journal*, P.O. Box 1977, Marion, OH 43305-1977.